



Transition Policy Area

The Transition Policy Area is envisioned as a distinct planning area to serve as a visual and spatial transition between the Suburban Policy Area to the east and the Rural Policy Area to the west. It is envisioned that the Transition Policy Area will afford some unique development opportunities within Loudoun County at intensities greater than those typically permitted in the Rural Policy Area. New development designs within the policy area will incorporate both suburban and rural features.

General Characteristics

The Transition Policy Area extends over an area of 22,813 acres, constituting approximately 6.8 percent of Loudoun County's total area of 333,558 acres. The policy area is comprised of six distinct subareas: Lower Sycolin, Middle Goose, Upper Broad Run, Upper Foley, Lower Foley, and Lower Bull Run. These subareas extend in an L-shaped configuration along the western and southern boundaries of the Suburban Policy Area and serve as a separation between the Suburban and Rural Policy Areas. (Refer to Transition Policy Area Subareas Map, pg. 8-3)

The western edge of the Transition Policy Area starts below Route 7 and extends along the Leesburg Joint Land Management Area (JLMA) boundary, Sycolin Creek, Evergreen Mills Road and the western boundary of the Broad Run watershed to the Prince William County line. The eastern edge of the Transition Policy Area extends along Goose Creek, the Goose Creek and Beaverdam reservoirs, the 65 Ldn Airport Noise Contours, the planned alignment for Route 659 Relocated to Route 620/Braddock Road. The boundaries along the southern segments of the Transition Policy Area are comprised of Route 620/Braddock Road to the north, the Fairfax County line to the east and the Prince William County line to the south.

Each of the six subareas in the Transition Policy Area has different characteristics. Much of the Transition Policy Area exists with a rural, low-density residential and agricultural character. Existing businesses in the Transition Policy Area include the Bull Run quarry, the Luck Stone Quarry and a limited number of nurseries, private schools and

institutions, commercial stables, kennels and veterinary services. Some Planned Development-Housing (PD-H) Districts were previously approved that are partially within the Transition Policy Area. The approved, but unbuilt, developments include parts of Brambleton, Kirkpatrick Farm and Broadlands.

In the Transition Policy Area, there is the potential for 13,190 additional housing units, including 1,631 units in the pipeline. It is anticipated that by the end of the twenty-year planning period, 10,153 housing units may have been absorbed, and a total of 10,681 housing units may exist. At that time, the Transition Policy Area is projected to have a population of 30,525 persons.

Land Use Pattern

The Transition Policy Area is a permanently defined policy area to provide a visual and spatial transition between the suburban development in the eastern part of the County and rural development in the west.

The County envisions that land uses in the Transition Policy Area will achieve a visual and spatial transition between the Suburban and Rural Policy Areas. The Transition Policy Area will develop as a unique planning area, incorporating an innovative blend of rural and suburban development features. The Transition Policy Area will achieve a balance between the built and natural environments. All development within the Policy Area will be clustered with 50 to 70 percent open space and the full implementation of the Green Infrastructure policies.

The Plan reaffirms an Urban Growth Boundary (UGB) beyond which central sewer and water is not allowed. (Beginning in the north, the UGB follows the Suburban Policy Area boundary to the point where it joins with the western edge of the Lower Foley subarea.) These boundaries are coterminous with the easternmost boundaries of the Lower Sycolin, Middle Goose, Upper Broad Run, and Upper Foley subareas. As such, public water and sewer lines are expected to be extended to the Lower Foley and Lower Bull Run subareas of the policy area. Central sewer and water service may not be extended to the Upper Broad

Run and Upper Foley subareas. Central water will be provided to serve the Landfill Water Service Area District located in the Lower Sycolin subarea (LCSA Water and Sewer Lines Map, pg. 2-17). Otherwise, no public water and sewer will be permitted in the Lower Sycolin and Middle Goose subareas. Natural open spaces will be the predominant visual element and create a contiguous network of green spaces consistent with the Countywide Green Infrastructure objectives.

Land uses within the Transition Policy Area will incorporate varying densities and development patterns in response to surrounding development patterns, cultural resources and environmental constraints. Higher density mixed-use villages will develop along with residential clusters at varying densities and large-lot, low-density residential development. The Plan envisions that these mixed-use villages will foster communities with a sense of place and community identity, supporting an integrated mix of residential and non-residential uses, organized around community cores. Specific location criteria will guide the development of these communities within the Transition Policy Area. The Plan also calls for the development of an area plan to solidify the development scheme and continuity in the area.

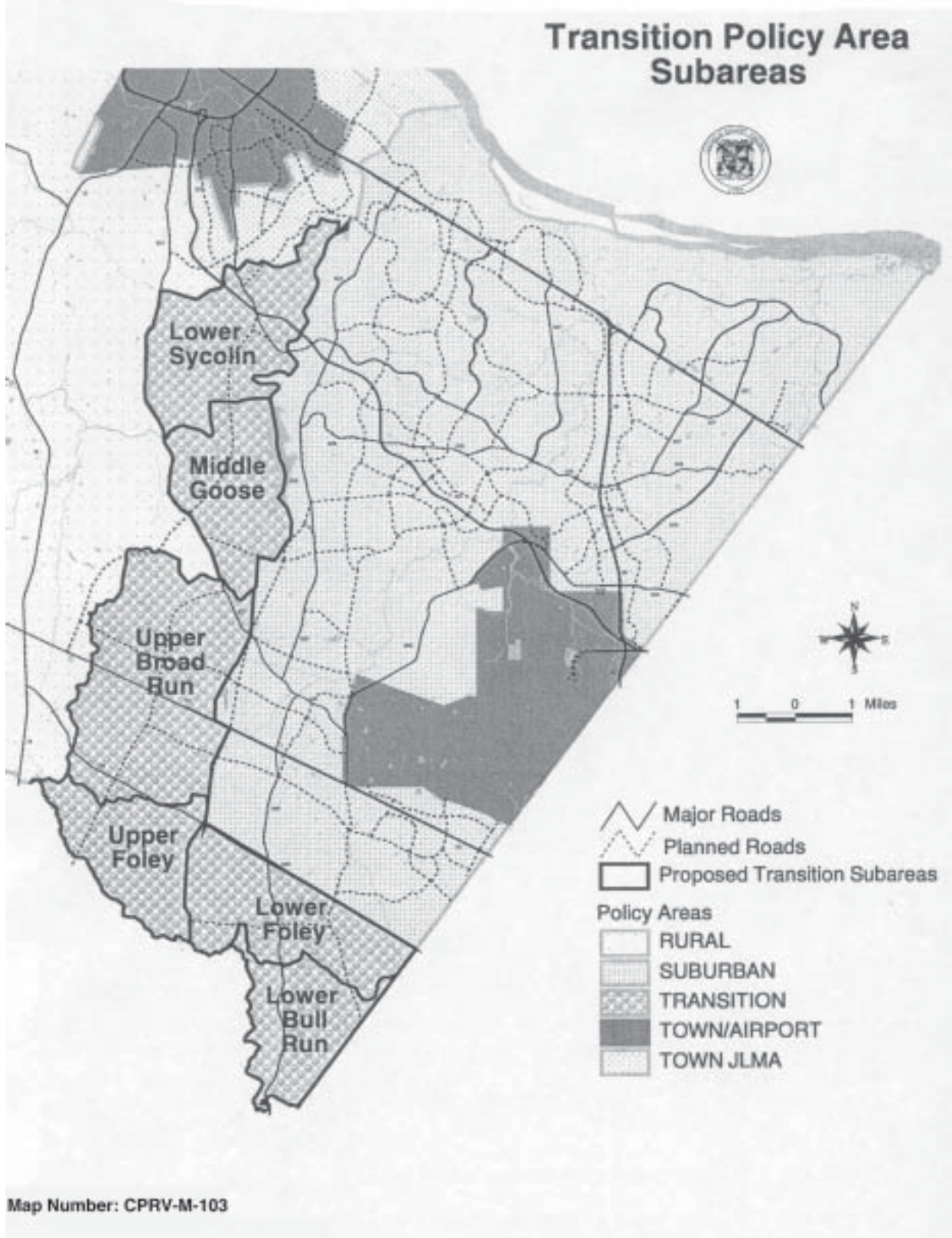
The non-residential component of the Transition Policy Area will be comprised of uses that represent an appropriate transition from suburban to rural land uses, such as golf courses, active recreation uses, kennels, nurseries and similar commercial uses, public and private schools and other compatible institutional uses. These uses will serve to promote a rural character while serving both rural and suburban populations. The active quarries located at the southern and northern ends of the Transition Policy Area will continue to be protected from encroaching residential development. New non-residential uses that support residential development, such as schools, churches, small scale commercial retail and home business occupations/local offices will be organized within the community cores of villages at appropriate scales. Other commercial and institutional uses will be considered in this area if they are compatible with the overall land use pattern.

General Policies

1. The County will protect the drinking water resources of the Occoquan, Beaverdam, and Goose Creek Reservoirs by limiting density in the Lower Bull Run, Middle Goose, and Lower Sycolin subareas.
2. The County's vision for the Transition Policy Area is for land uses that provide a visual and spatial transition

between the suburban development in the east and rural development in the west. The Transition Policy Area will be developed as a unique and innovative blend of rural and suburban development features that fully integrate the elements of the Green Infrastructure, and establish natural open spaces as a predominant visual element and enhancement to the area's river and stream corridors.

3. Central utilities may be extended to the Lower Foley and Lower Bull Run subareas.
4. Central utilities may not be extended to the Upper Broad Run and Upper Foley subareas. Adoption of a future plan amendment is required before any central utilities may be extended into these subareas.
5. Central water will be provided to serve the Landfill Water Service District located in the Lower Sycolin subarea. (See LCSA Water and Sewer Lines Map, pg. 2-17)
6. The County promotes the use of communal water systems to protect groundwater quality by reducing the number of wells.
7. The County will continue to protect the extractive industry (Bull Run and Luck Stone quarries) through a quarry zoning overlay district.
8. To protect the historic character, surrounding landscape and cultural importance of Evergreen Mills Road, as part of the "Old Carolina Road", the County will seek its designation as a Historic Roadway District as provided for in the Zoning Ordinance and in coordination with the long-term transportation plans of the County.
9. The County will support a compatible road network in the Transition Policy Area based on the ultimate planned densities established. Specific locations in the Transition Policy Area that maintain a low density and rural character will have ultimate roadways matched for appropriate capacities and road section type.





The extractive industry will be protected through a quarry zoning overlay district.

A. Community Design

The Transition Policy Area seeks to create unique residential communities using conservation design techniques that fully implement Green Infrastructure policies and preserve substantial amounts of open space. The open space and Green Infrastructure elements provided in developments will link developments together and promote a transition in land development intensity between the Suburban and Rural Policy Areas. The primary development options offered in the Transition Policy Area include Villages and Residential Clusters.

Villages are envisioned as mixed-use communities with residential and non-residential uses integrated to create pedestrian friendly self-sustaining developments and are intended to support a mix of housing types and range of housing prices. Rural Villages with up to 300 residential units, as prescribed in the 1993 Zoning Ordinance, are envisioned for the Lower Sycolin, Middle Goose Creek and Lower Bull Run subareas given their strong relationship to the Rural Policy Area and rural areas of the adjacent jurisdictions of Prince William and Fairfax. Countryside Villages that are more likely to evolve into new towns and that are more compatible with the suburban pattern are envisioned for the Lower Foley subarea. Non-residential uses will consist primarily of civic and institutional uses, small commercial and retail services and home businesses or local offices organized around a compact community core to serve an individual community or a combination of Villages.

Countryside Villages will be permitted on central utilities in the Lower Foley subarea and Rural Villages will be permitted on central utilities in the Lower Bull Run subarea. Rural Villages will be permitted in the Lower Sycolin and Middle Goose subareas but not on central

water and sewer, with the exception of central water for properties within the Landfill Water Service Area District.

The densities and open space requirements associated with Villages and Residential Clusters are directly related to specific subareas. The desired density and development pattern for each subarea is provided below.

1. Lower Sycolin and Middle Goose Subareas

The County envisions that the Lower Sycolin and Middle Goose subareas in the northern portion of the Transition Policy Area will have a base density of one dwelling unit per ten acres in a clustered development pattern. Clusters will be smaller developments supporting between 5 to 25 units, predominantly single-family residential units in individual hamlets. Rezoning to Rural Villages with incorporation of the design criteria for Rural Villages contained in the 1993 Zoning Ordinance at one dwelling unit per three acres will be permitted when 70 percent of the site is maintained as open space. The County envisions that these two subareas will have a more rural character, with lower densities and higher open space requirements than that in the other subareas, to facilitate a transition to the Rural Policy Area. Open spaces will be the dominant visual feature of the landscape.

No central water and sewer will be permitted and communal systems with sub-surface discharge will be encouraged. Central water will be permitted for properties within the Landfill Water Service Area District in the Lower Sycolin subarea.

Luck Stone Quarry, located within the Lower Sycolin subarea, will continue to be protected from encroaching residential development. Also, the creation of a buffer and voluntary open space area that is consistent with the RSCOD policies is a priority in this subarea.

2. Lower Foley Subarea

It would be most appropriate if the Lower Foley subarea developed with Countryside Villages on central utilities, at densities of up to two dwelling units per acre. However, development in a clustered pattern at existing zoning of one dwelling unit per three acres or one unit per acre would also be appropriate and reasonable. The variation in parcel sizes and base densities within this subarea provides opportunities for an innovative blend of development patterns. Further, as a potential receiving area for density transfer from the Lower Bull Run subarea, densities in the Countryside Villages could be up to three dwelling units per acre. A 300-foot buffer is required from the Bull Run

to provide additional protection to the Occoquan watershed and reservoir.

3. Upper Broad Run and Upper Foley Subareas

Development in a clustered pattern at the existing zoning of one dwelling unit per three acres or one unit per acre is reasonable and appropriate. The variation in parcel sizes and base densities within these subareas provides opportunities for an innovative blend of development patterns.

4. Lower Bull Run Subarea

Lower density, clustered development on central utilities at up to one dwelling unit per three acres will be encouraged in the Lower Bull Run subarea. Rezoning to Rural Villages with incorporation of the design criteria for Rural Villages contained in the 1993 Zoning Ordinance at one dwelling unit per three acres will be permitted when 70 percent of the site is maintained as open space. The Lower Bull Run subarea is also intended to serve as a sending area for density transfer to the Lower Foley subarea. Under this situation, open space, with priority given to the land located along the Bull Run and the Fairfax County boundary, would be acquired through easement or purchase and further protected in accordance with the Density Transfer Guidelines provided in Chapter Eleven of this Plan. Overall, this will serve to promote development patterns that are sensitive to the environment, the Bull Run and compatible with the lower density areas in the adjacent jurisdictions of Prince William and Fairfax Counties. Further, residential development encroaching upon the active Bull Run Quarry located at the southern end of the Transition Policy Area in the Lower Bull Run subarea will be discouraged.

Community Design Policies

1. Residential uses within the Transition Policy Area will develop as Rural Villages, Countryside Villages, and Residential Clusters, with base densities and rezoning options related to the conditions of the specific subareas.
2. The County will establish a density of one dwelling unit per ten acres with development clustered on lots up to three acres in the Lower Sycolin and Middle Goose subareas. The County will provide the option to rezone to a Rural Village with a density of one dwelling unit per three acres in accordance with the 1993 Zoning Ordinance. Development will be

clustered to maintain a minimum of 70 percent of a site as open space.

3. The County will retain the densities of one dwelling unit per three acres and one dwelling unit per acre as established in the current zoning patterns in the Upper Broad Run, Upper Foley, and Lower Foley and Lower Bull Run subareas.
4. The County will revise the existing regulations in the Zoning Ordinance to require clustered development patterns with a minimum of 50 percent of the site maintained as open space and no minimum lot size to promote housing type diversity.
5. In the Lower Foley subarea, densities up to two dwelling units per acre can be developed in Countryside Villages, with a minimum of 50 percent of the site maintained as open space. With density transfers from the Lower Bull Run subarea, up to three dwelling units per acre may be possible.
6. The Lower Bull Run subarea is planned for one dwelling unit per three acres. The County will provide the option to rezone to a Rural Village with a density of one dwelling unit per three acres in accordance with the 1993 Zoning Ordinance. Development will be clustered to maintain a minimum of 70 percent of a site as open space. Density transfer to the Lower Foley subarea is encouraged in accordance with the Density Transfer Guidelines of this Plan.
7. The design guidelines for the Lower Sycolin, Middle Goose and Lower Bull Run subareas will incorporate the design criteria for Rural Villages in the existing 1993 Zoning Ordinance, to foster developments in the character of Rural Villages.
8. Residential Cluster development in all Transition Policy Area subareas close to the Rural Policy Area will develop as clusters of 5 to 25 units with predominantly single-family detached residential units. The Residential Cluster is intended to draw from the traditional development pattern of Rural Hamlets and facilitate a transition in the scale of residential cluster developments from the Suburban to Rural Policy Areas.
9. Residential Clusters and Villages will be developed with specific design criteria that help to form open space (which may include active and passive recreation) surrounding the residential development.

Refer to the Design Guidelines contained in Chapter Eleven.

10. Residential Cluster developments allow landowners to group lots in a traditional rural community pattern while preserving the majority of the land base in open space. A Residential Cluster is the grouping of building units on small lots with the largest part of the site remaining in open land. There is no minimum lot size for the clustered lots. The cluster is both visual and spatial with the dwellings scaled and sited to maintain coherent relationships to each other and the surrounding landscape. The residual open land accounts for the overall lower density of the site.
11. The County may consider a cluster to include the siting of houses in a group using conservation design and not just the siting of lots on a parcel.
12. In locating the open space required in the conservation design of a Residential Cluster, the County will consider the contiguity of the open space area to other designated open space and unique site features and Green Infrastructure implementation.
13. Open space provided within developments will be located to accomplish the following:
 - a. Create and supplement the 300-foot buffer and 200-foot transitional area proposed along the Bull Run in the Upper Foley, Lower Foley and Lower Bull Run subareas, consistent with the RSCOD policies.
 - b. Create and supplement the 300-foot buffer and 1000-foot voluntary open space area proposed along the Goose Creek and the Goose Creek Reservoir and the Beaverdam Reservoir in the Lower Sycolin and Middle Goose subareas, consistent with the RSCOD policies.
 - c. Create a contiguous network of green spaces to supplement the Countywide Green Infrastructure.
14. Adding to the creation of the greenbelts and buffer will be credited to the satisfaction of open space requirements.
15. The County will encourage the development of non-residential uses in the Transition Policy Area that provide a transition from suburban to rural. Such uses may include but are not limited to equestrian centers, golf courses, retail nurseries, boarding schools and kennels, large institutions provided they meet specific criteria that address the nature, scale and intensity of the use, market area and design characteristics.
16. Non-residential uses will serve to define the Transition Policy Area as a unique planning area. The County will allow for a range of uses that are compatible with desired development patterns and the rural landscape and are at intensities not permissible within the Rural Policy Area.
17. Small-scale commercial uses permitted through the home occupation and small business provisions of the Zoning Ordinance are appropriate in the Transition Policy Area.
18. Villages exceeding 100 dwelling units should provide a community core that will serve as the focal point within the development.
19. The community core can vary in scale, design and use depending on the scale of the community it serves. The total area dedicated to the non-residential uses shall not exceed three percent of the area of the proposed development. The following location and design criteria apply.
 - a. A Village Core is intended to create a sense of place and identity for the community.
 - b. A Village Core is intended to be a compact grouping of residential, business, commercial retail and service and civic uses providing convenience goods and services to residents in adjoining neighborhoods.
20. Approval of a request to rezone property to permit Villages shall be contingent on the provision of appropriate civic uses and services, compatibility with existing neighborhoods, and compliance of the proposal with the community design goals and policies of the County.
21. The County will require a variety of housing types and lot sizes in the Villages, such as single-family, multi-family and townhouse units.
22. Civic and institutional uses will constitute the predominant component of the non-residential uses within the Villages. Office and commercial retail uses will be permitted at scales necessary to foster a self-sustaining community. Cores will not develop as destination retail centers.

23. Civic uses that are appropriate within Villages include houses of worship, community centers, elementary schools, government human services offices and facilities such as senior cafés, branch libraries and similar uses. In addition, the following location criteria apply.
 - a. Civic uses should be located at prominent locations within the core such as the end of a street or street intersection.
 - b. Parking, signs, lighting and loading areas must be located and designed to have minimal undesirable impact on surrounding areas and ensure that the standards and environmental impacts on surrounding areas conform to County requirements.
 - c. The scale of civic uses must be compatible with the residential and pedestrian nature of the surrounding village. Large-scale civic or institutional uses requiring more than 15 buildable acres, either individually or in a multipurpose facility, should be located on the periphery of an individual neighborhood or in core areas on roads that can accommodate the anticipated traffic volume.
24. Open space such as natural areas, tot lots, athletic fields, parks and greens should generally be dispersed in Villages so that they are conveniently located to most people. In addition, the following location criteria apply.
 - a. Athletic fields should be located, where practical, along collector roads and should be buffered from adjoining residences, although trails and sidewalks should provide a connection with the neighborhood.
 - b. Greens and other maintained passive parks should serve both a recreational and a design function. They should be located in high-visibility areas or in conjunction with civic uses such as schools, churches or community buildings and neighborhood commercial centers where the green can serve as either a “mall” for the center or as a buffer for adjoining homes.
25. Equestrian facilities and trail networks will be promoted and enhanced within the Transition Policy Area.
26. The County will protect the Bull Run Quarry in the Lower Bull Run subarea and the Luck Stone Quarry in the Lower Sycolin subarea from incompatible uses by ensuring that encroaching new development does not hinder the quarry operation.
27. The County will develop and implement an area management plan to provide detailed design and land use guidance for planned development in the Transition Policy Area. The area management plan process will involve the area’s citizens and business owners in the development of plan policy.

B. Location Criteria for Villages

Location policies will direct development to sites that enhance or augment the County’s Green Infrastructure, complement the rural character of existing landscapes, protect environmentally sensitive resources, allow for the provision of infrastructure facilities and remain compatible with surrounding development densities. It would be most appropriate if the locations of villages are coordinated through the policy area planning effort.

Rezoning to achieve the Countryside Village pattern of development are desired in the Lower Foley subarea. Central sewer and water may be extended to the Lower Foley and Lower Bull Run subareas.

Location Policies

1. Development within Villages should be located on areas of the site that afford the least disruption of natural views of the rural landscape.
2. Villages located within 500 feet of archaeological and historic sites and scenic byways will be reviewed for compatibility with the existing landscape.
3. Villages should be designed so that open spaces surrounding the developments augment or enhance the Green Infrastructure.

Green Infrastructure

The Green Infrastructure Policies outlined in Chapter Five: Green Infrastructure: Environment, Natural and Heritage Resources of the *Revised General Plan* apply in the Transition Policy Area and are a fundamental component of the land use pattern to be developed. Among the existing Green Infrastructure assets in the policy area are the following:

A. Reservoirs, River and Stream Corridors

Three distinct watersheds intersect the Transition Policy Area, namely the Goose Creek, Broad Run and Occoquan watersheds. The dominant physical features of the Transition Policy Area include the streams draining into these three watersheds: Goose Creek, a State Scenic River in the Goose Creek watershed, Broad Run in the Broad Run watershed and Bull Run that flows into the Occoquan watershed. The Goose Creek supports two drinking water reservoirs, the Goose Creek and Beaverdam Reservoirs, while the Bull Run drains into the Occoquan Reservoir that is located between Prince William and Fairfax Counties. These reservoirs are sources of drinking water for Loudoun County, Fairfax County and the City of Fairfax and must be protected.

B. Agricultural Potential

Limited prime agricultural soils are located within the policy area and are generally located along the Route 621/ Evergreen Mills Road corridor and the “finger” tributaries of the Broad Run in the Upper Broad Run subarea. The Upper Foley, Lower Foley and Lower Bull Run subareas have poor soils with shrink-swell characteristics that present problems for the construction of building foundations and on-site wastewater systems. There are two Agricultural and Forestal Districts in the Transition Policy Area that together total approximately 800 acres and should be considered part of the Green Infrastructure assets.

C. Cultural and Heritage Resources

While there are no designated Historic Districts in the Transition Policy Area, there are more than 30 surveyed historic structures, including Fleetwood Farm, which is listed on the National Register, the settlement of Lenah, and more than 30 identified archaeological sites, many of which are prehistoric sites located along Goose Creek, Broad Run, Bull Run and their tributaries. In addition there are many abandoned mill sites, such as the site of Evergreen Mills along the Goose Creek. The Arcola Elementary School and a few open space easements are also located in the policy area.

D. Geological Resources

The policy area contains concentrations of diabase rock used for the construction of roads and buildings. The Bull Run quarry is an active quarry located at the southern end of the Transition Policy Area in the Lower Bull Run subarea.

The Luck Stone quarry is also an active quarry located at the northern end of the policy area.

Water and Wastewater

The Transition Policy Area has very limited central water and wastewater service. A waterline traverses the area from east to west in the Lower Sycolin subarea to serve a special water service district located adjacent to the County landfill. The Lower Sycolin subarea of the Transition Policy Area contains some properties that are within the Landfill Water Service Area District. Central water is limited to properties within the District. (LCSA Water and Sewer Lines Map, pg. 2-17)

At the southern portion of the Transition Policy Area sewer service is being engineered to serve the Kirkpatrick Farms development, which straddles Braddock Road. A pump station will be built to serve the Lower Foley subarea. A pump station located near the intersection of Route 620/ Braddock Road with Ellick Road is currently serving the Ellick area with the South Riding Community which is located in the Suburban Policy Area.

Central utilities may be extended to the Lower Foley and Lower Bull Run subareas.¹ Central sewer and water may not be extended into the Upper Broad Run and Upper Foley subareas which are located west of the Urban Growth Boundary. In the interim period, groundwater quantity and quality will be protected in the Transition Policy Area through water conservation efforts that promote the use of communal systems and limit the number of individual groundwater withdrawals.

Central utilities will not be extended into the Lower Sycolin and Middle Goose subareas (with the exception of central water in the Landfill Water Service Area District as noted above), located in the Goose Creek watershed. This is in accordance with the Urban Growth Boundary and protects the large Goose Creek watershed, which extends across the Rural Policy Area, from future development pressures. Chapter Two provides the detailed water and wastewater policies.

¹ This amends the central utilities boundary shown in the 1993 *Dulles South Area Management Plan* (DSAMP) which was subsequently amended on October 15, 1997, to preclude central sewer and water west of the designated Interim Planning Area Boundary. At that time, staff was directed to make the necessary revisions to the DSAMP to implement the Board's policy decisions that would have, among other things, revised incorrect Figures 4 and 5 of the DSAMP. With the adoption of this Revised General Plan, these revisions are not required.

Transportation

The Transition Policy Area contains many historic roads or segments of roads that were important to Loudoun's transportation network during Colonial times. Portions of Route 621/Evergreen Mills Road and Route 860/Watson Road were part of the Old Carolina Road, perhaps the most well used Colonial north-south right-of-way through the County. Little River Turnpike (now Route 50/James Mosby Highway) and Route 620/Braddock Road also were major historic east-west corridors linking the cities of Winchester and Alexandria.

Portions of arterial and collector roadways that traverse the County are in the Transition Policy Area (see Road Surfaces Suburban and Transition Policy Areas Map pg. 6-13). They include roads that run east to west such as Route 50/James Mosby Highway and the Dulles Greenway. Roads that traverse the policy area in a north south direction include Route 621/Evergreen Mills Road and Route 659/Belmont Ridge Road. The planned Tri-County Parkway also will move traffic in a north south direction. Other road improvements are planned for Route 621 and Route 659. These planned improvements are described in the appendix of the *Revised Countywide Transportation Plan*, which provides the transportation policy direction for the Transition Policy Area. The construction of these road improvements is prerequisite to the implementation of the land use pattern in the Transition Policy Area. Currently, there are inadequate funds appropriated for such transportation improvements. The developers will be expected to pay for the majority of costs for these improvements.

In order to promote the transition from Suburban Policy Area to Rural Policy Area, the character of the road network in the Transition Policy Area should be designed to promote a visual transition. This may include revised road lanes, rural shoulders instead of curb and gutter, direct driveway access points and increased building setbacks. The *Revised Countywide Transportation Plan* provides specific transportation policy direction for development in the Transition Policy Area.